

City of Westminster Cabinet Member Report

Meeting or Decision Maker:	Cabinet Member for Sport and Leisure	
Date:	7 December 2016	
Classification:	General Release	
Title:	Library service future models of delivery	
Wards Affected:	All	
Key Decision:	The report involves a Key Decision and it has been included in the Forward Plan of Key Decisions	
Report of:	Stuart Love (Executive Director for City Management & Communities)	
	Contact Details: Mike Clarke, Director of Libraries and Culture, ext 2199	

1. EXECUTIVE SUMMARY

- 1.1 This report sets out proposals for changes to the TriBorough Libraries and Archives service, which will enable it to meet its target savings for 2017/18.
- 1.2 The proposal is to remodel the Tri-borough library and archive service and deliver a new service operating model and culture that:
 - Puts customers at the heart of the service, enabling customers to be better informed and healthier.
 - Provides agile services, responsive to changing needs, improving customer experience.
 - Creates multi-functional spaces for community benefit that are vibrant and reflective of customers' needs, enabling further community engagement and increased usage of space maximising the value of the library space.
 - Demonstrates visible leadership, modelling appropriate values and behaviours which leads to empowered, valued and multi-skilled frontline staff.
 - Defines clear roles and responsibilities and streamlines processes, which are strengthened by a flexible resource pool, effective deployment, generating increased efficiency.

- Provides clear career progression and development, empowering staff to develop a culture of excellence.
- 1.3 This report seeks a key decision from the Cabinet Member on changes relating to the Westminster City Council sovereign library service and the Council's element of the shared service. The Cabinet Member Steering Group for the TriBorough Libraries and Archives Service has been provided with an accompanying report on the overall service changes.
- 1.4 The proposed structure is shown in Appendix 2. The proposals, if approved, would result in a reduction of 15FTE from the current sovereign structure and 5.5FTE from the tri-borough shared service, delivering full year savings of £750,000 from 2017/18.

2. **RECOMMENDATIONS**

2.1 The Cabinet Member approves the implementation of the proposed structure for the service, including the deletion of the current structure at Appendix 1 and its replacement with the proposed new structure at Appendix 2 with effect from 1 April 2017.

3. REASONS FOR DECISION

- 3.1 The following key factors have influenced the changes proposed in this report and shaped proposals for the future operating model:
 - The public library sector is in constant change and must evolve to meet the needs of communities, now and in the future, with a greater focus on co-location of services and digital knowledge, learning and information
 - Continuing financial challenges for local government over the next three years with a requirement for library services to cut costs and become even more efficient
 - Changes in demand for library services: customers requiring more digital and online formats and use of libraries for different purposes, whilst some traditional activities are in decline. However these changes do not happen in a coordinated way and may result in additional cost pressures (e.g. providing books both in print and e-book formats)
 - The need to be more efficient than ever and transform the library service to meet the councils' common ambitions for community focus, more volunteering and greater commercial income
- 3.2 The proposed new structure for the Tri-borough Library and Archives service will deliver the required outcomes to meet the agreed borough's target savings for 2017/18, whilst still delivering the borough's ambitions for the service.
- 3.3 The new structure will provide greater clarity of roles, responsibilities and accountabilities; provide a robust career and development path for employees; improve marketing of services and exploitation of commercial opportunities,

enabling the service to be more sustainable in the long term; and ensure further innovation and collaboration with other services.

4. BACKGROUND

- 4.1 Following careful consideration of options, Officers in consultation with the Cabinet Member decided to proceed to explore the in house service model for service delivery to meet the target savings for next year. Westminster City Council and the Royal Borough of Kensington and Chelsea (RBKC) explored whether an external partner could help deliver savings but considered that at this time the in-house approach offers better opportunities to deliver savings whilst continuing to provide a high quality service. London Borough of Hammersmith and Fulham decided not to take part in testing the external market at that stage but to focus on increased commercial activity within the service to deliver savings. However, a commitment to shared service working remains across all three councils.
- 4.2 All three councils agreed to develop a new operating model to deliver the shared elements of the service. RBKC and WCC will also have their sovereign operational service reorganised to deliver their savings.

5. PROPOSAL

- 5.1 The proposed restructure of the service will deliver a saving for Westminster City in annual running costs of £750,000 (including on costs) from 2017/18 onwards. The proposed new structure is formed of 102.1FTE sovereign posts and the equivalent of 9 FTE posts in the TriBorough shared service. This represents a reduction of 15FTE from the current WCC sovereign structure and a reduction of 5.5FTE from the WCC apportioned tri-borough shared service. An additional three apprenticeships have also been created, addressing the current council and future legislative requirement to create such roles.
- 5.2 The key changes in the proposed structure are as follows and a detailed commentary on the changes can be found in Appendix 3:
 - Delayering and reduction in number of management roles in both sovereign and shared services creating a flatter, less hierarchical structure
 - Clear focuses on requirements for enhanced volunteering, entrepreneurial and commercial acumen and digital enablement
 - Creation of a service development role, providing greater capacity for strategic, developmental and partnership working
 - Creation of a service delivery role, providing stability and accountability for each library site

Integration of lending and reference services, reflecting national trends in public library practice and providing a more joined up service to customers with upskilling

6. OPTIONS AND ANALYSIS

A review of the financial and strategic challenges ahead took place against potential models of delivery and three possible options for the libraries service where considered.

- 6.1 Option 1: Do Nothing
 - Retain existing structure and staffing with current shared arrangements.
 - Under this option the service is not fully realising any opportunities to improve and build on examples of best practice to avoid duplication and ensure a consistent approach to service delivery.
 - Opportunities to review process, adapt to new methodology and learn from good practice elsewhere may not be realised.
 - Required savings cannot be met.
- 6.2 Option 2: Externalisation of delivery
 - An external outsourced model with a third party provider contracted to deliver library services, through a service contract, social enterprise or other model, depending on market conditions and a good fit with the Council's priorities.
 - After initial market testing, there was a lack of certainty on the level of savings the service would be able to derive from this model. Although the market is maturing, this is still new territory for most companies and there is a risk that the savings needed could not be delivered in the required timescale. However, this option remains available and may be considered in future years.
- 6.3 Option 3: In-house delivery of service (recommended)
 - This is the preferred option for WCC. This option offers an opportunity to redesign the service to produce a leaner, more flexible and agile fit-for-purpose model which is focused on delivering prioritised, quality services, income generation and increased role for volunteering, together with a reformed organisational structure with fewer layers and clear accountability and career progression.

7. CONSULTATION

7.1 Staff have been engaged in shaping the operating model for the service through a series of workshops and direct feedback. Input from staff has shaped the proposals contained in this report, and led to numerous changes to the original proposal, both large and small.

- 7.2 Staff have been aware of the need to meet 2017/18 savings targets for some time now with regular communications starting from December 2015, through briefings, workshops and monthly bulletins. Initial formal briefings were held with staff and the Trade Unions in November 2015 and at that time staff were informed that further changes in the structure would be required. Monthly meetings have been held with trade unions from May 2016.
- 7.3 From March to July 2016 a series of staff workshops were held to identify inefficiencies and issues with key processes and explore opportunities to address the issues and feed into the overall design of the new service. Over 100 staff attended workshops during this time. Staff comments and input were enthusiastic and generous and have helped shape the development of the target operating model (TOM).
- 7.4 A number of issues and concerns, found in more detail in Appendix 4, were identified by staff and noted through staff workshops and business analysis activity in areas such as management, consistency in front line customer service, management of volunteers, demand for specialist and outreach services, internal communications and marketing of services, digital and IT offer and stock management. Many of the issues identified will be addressed through the new structure and processes put in place; others will be addressed with a shift in the culture of the service, and embedding corporate values and behaviours.
- 7.5 Formal staff consultation began on 26 September 2016. Staff and trade unions were briefed on the proposals which were issued to all affected staff in electronic and hard copy. The initial length of the consultation period was 45 days and an additional seven days was added to this period by mutual agreement between management and unions to allow additional time for feedback. Staff were invited to comment and feedback on the proposed changes and responses to general questions were updated weekly and made available to all staff through the FAQ documents published on the programme's staff site. As well as the FAQ document, briefings, online bulletins, and blogs have been used to provide updates and key information.
- 7.6 Throughout the 52 day consultation period more than 240 queries were logged by the programme from a total of 169 WCC members of staff in scope for the changes. The high level of engagement could partly be attributed to early and regular interaction with staff through a varied communication channels for a significant period of time prior to staff being formally consulted on the proposals. Two main channels of face to face engagement during consultation were HR surgeries and one to one meetings with a member of the senior management team.
- 7.7 HR surgeries took place from 10 14 October in all WCC libraries with HR leads. These sessions were attended by more than 50% of staff. The aim of these sessions were to provide an opportunity for staff to meet with their borough's HR lead and clarify any queries on the process and answer specific questions on individual's particular circumstances.

- 7.8 One to one meetings with senior managers were held during a two week period from 17 28 October. 40% of WCC staff attended a session. The purpose of these meetings were to provide a channel for staff to ask questions on the proposed changes to the structure.
- 7.9 End of consultation briefings took place during the last 10 days of the consultation period to update staff on next steps and provide another opportunity for feedback. As a result of the extensive consultation with staff and unions, a number of changes were made to the original proposals consulted upon. The changes that have been made to the original version are detailed in Appendix 5. It is the revised proposals, following staff input and feedback, that approval is requested for.

8. FINANCIAL IMPLICATIONS

8.1 This restructure is estimated to deliver a £750,000 saving (including on costs) broken down as follows:

	Tri-borough shared service savings (£)	Sovereign savings (£)	Savings Target (£)
Westminster City Council	240,000	510,000	750,000

- 8.2 In order to get an estimate of the likely costs of the new structure a number of assumptions have been made. Once appointments are confirmed, there will be a clearer understanding of the actual savings derived from the re-structure. Assumptions include:
 - All posts have been calculated with on-costs, including pensions, with the exception of Sunday staff and apprentices
 - RBKC have been calculated at the top of the band to account for the automatic step-ups
 - Existing salary information has been used for posts to get the most accurate/ likely costs and it is assumed this is accurate
 - New posts will be recruited in to at step one of the band at which the role has been evaluated

9 LEGAL IMPLICATIONS

9.1 In implementing the restructure the Councils will pay due regard to and ensure full compliance with the relevant and applicable employment legislation in accordance with the Equality Act 2010 and the Employment Rights Act 1996.

10 STAFF IMPLICATIONS

- 10.1 In line with Council policy, employees in the Council's Talent Pool who are at risk of redundancy be given priority consideration for the new post(s) created in this report before post(s) are advertised to others. This may include providing training to the redeployee, where appropriate, subject to costs and individual potential benefit.
- 10.2 Every effort will be made to assimilate, redeploy or find suitable alternative employment for the post holders affected by this reorganisation. However, should it not be possible to redeploy such individuals that they be declared redundant with effect from a date to be agreed by the Executive Director and paid benefits in accordance with the Council's Policy on Payment of Redundancy Compensation April 2008.
- 10.3 Contracts
 - Staff successful in being appointed to a new shared tri-borough post will be employed by the host employer (WCC), if not employed by the council, and cost will be apportioned to the three boroughs in the agree proportions. Staff appointed to posts created to service a single borough will be employed and funded by that borough.
 - Staff continuing to work across more than one council in an existing post will continue to work in accordance with S113 of the Local Government Act 1972 under their current contract.
 - All other staff working on a sovereign basis will continue with their employing council's terms and conditions.
 - Staff who have been on fixed term contracts for more than one year and occupy posts which are within the scope of the new structure will be included in the ringfence.
 - All affected employees will be ring-fenced to and assessed and interviewed for newly created posts on the basis of their current substantive posts. People in seconded posts will only be able to apply for jobs ring-fenced for them on the basis of their substantive posts and not on their acting up role.

11 HEALTH AND SAFETY IMPLICATIONS

11.1 The Management of Health and Safety at Work Regulations 1999 places a statutory responsibility on employers to review their risk assessments where they suspect they are no-longer valid, or there is a significant change in circumstances. The libraries leadership team will be working with the corporate health and safety team to look into the changes confirmed in the final structure. Officers will:

- 1. Validate the content of current risk assessments
- 2. Validate the appropriateness of current risk controls
- 3. Identify potential gaps
- 4. Identify amended and/or modified controls appropriate to any changes the review introduces
- 11.2 An audit of existing risk assessments is being completed and a visit to each site is scheduled in early 2017.

Stuart Love

Executive Director of City Management and Communities

Local Government Act 1972 (as amended) – Background papers used in the preparation of this report

Contact officer(s): Mike Clarke, Director of Libraries and Culture, ext 2199

- Appendix 1- Current structure (separate document)
- Appendix 2 Proposed structure (separate document)
- Appendix 3 Detail of proposed structural changes
- Appendix 4 Business analysis overview
- Appendix 5 Key changes to the initial proposal following staff consultation

Appendix 3 – Detail of proposed structural changes

Service leadership team

- 1.1 It is proposed that the existing senior management roles are deleted and redesigned to combine key functions and roles and add a commercial dimension to the service. In place of the existing three teams, two will be formed, responsible for the end to end delivery of the service.
- 1.2 Two heads of service roles will be created (**Head of Service Delivery** and **Head of Innovation and Development**), reporting to the Director of Libraries, and forming the service leadership team.
- 1.3 A TriBorough **Service Transformation & Projects Officer** will be created to provide focus to deliver the extensive project activity within the service and capacity for further transformation as required.
- 1.4 The TriBorough **Business Performance Officer** and new TriBorough **Business Administration Officer and Business Administration Assistant** will report to the Director of Libraries to ensure there is consistent oversight of performance and management information, business planning and reporting to Members and executive management teams in the three boroughs.

Service Delivery

- 1.5 A **Head of Service Delivery** role will be created accountable for all aspects of customer-facing delivery of the libraries service, including specialist services such as archives and local studies.
- 1.6 The management of front line operations will be remodelled. Area manager, library manager and customer services manager roles (as they are currently structured) will be deleted. A new role of **Service Development Manager**, providing strategic support and service development focus to the service, will be created. This role will support the development and delivery of strategy and key projects across the service. Each Service Development Manager will oversee a number of libraries by borough and a number of locally commissioned services and service-wide functions or projects. In libraries themselves, the **Service Delivery Manager** role will be responsible and accountable for all aspects of service delivery in each site.
- 1.7 A key new role is that of the library customer services officer. This role has been created to reflect the blending of the present lending and reference teams. This is a major change to current delivery in both Kensington and Chelsea and Westminster, and will require a new culture in the service. It is also key to delivery of the overall programme and the sustainability of the service. Customers tend to see all staff as librarians and this change aligns with their expectations. It will also help create a "one front door" approach with, as far as possible, the customer enquiries being dealt with by the first member of staff they meet, with handoffs where necessary being done as efficiently as possible. To do this, we will need to encourage learning and development, cross-training within teams, and making the best use of individual and team skills, knowledge and talent. We will make changes in how we recruit, develop and deploy staff. A more flexible

approach than the current team demarcations is required. We will continue to ensure a professional and effective quality of service in response to customer enquiries and service promotion. All front line staff will need to have a wide range of skills, and we expect that staff will be trained and experienced in many if not all of the following areas:

- customer service
- answering enquiries and researching customers' information needs
- helping customers with digital and IT enquiries
- promoting a "making every contact count" approach
- stock knowledge and promoting reading
- supporting learners
- leading and supporting events and activities with all age groups, with all staff developing skills and confidence to take part in events and activities for children, older people, people with disabilities and learners
- ensuring library premises and services are operated in a safe, secure and healthy environment
- 1.8 Given the scale of the activities within libraries, the service delivery team will be resourced with a fixed core of permanent staff, which includes apprenticeships at certain sites, supplemented by volunteers to secure additional capacity and capability as required.

Innovation and Development

- 1.9 A **Head of Innovation and Development** role will be created to lead and direct a team that will focus transformation and improvement of the library service in a proactive and businesslike way, embedding a culture of customer focus, continuous change and delivering value for money.
- 1.10 This team will centrally coordinate the development and implementation of a strategy for recruiting, managing and deploying volunteers and the marketing and communication of the service.
- 1.11 TriBorough Community and Volunteer Relationship Manager, Tri-borough Archives and Local Studies Manager, TriBorough Children's Services Manager, TriBorough Marketing & Commercial Opportunities Manager, WCC Reference Service Delivery Manager, WCC Music Services Manager and WCC Cultural Partnerships Officer will report directly to the Head of Innovation and Development.
- 1.12 The TriBorough **Community and Volunteer Relationship Manager** will manage the Home Library Service across the three boroughs, WCC's community outreach and the Tri-borough Health Information Officer (externally funded). This role will also develop, implement and manage the volunteer framework that will support staff and volunteers going forward.

- 1.13 A **Tri-borough Archives and Local Studies Manager** role will be created reporting to the Head of Innovation and Development. This new role will lead the Archives and local studies for the three boroughs.
- 1.14 The TriBorough **Children's Services Manager** will manage the **Bi-borough Children's Officer** and WCC's School Library Service.
- 1.15 The TriBorough **Marketing & Commercial Manager** will lead a merged digital and systems team, with consistent focus on marketing and service quality.
- 1.16 A new team comprising TriBorough **Contracts & Resources Manager**, TriBorough **Content & Resource Officer** and TriBorough **Content & Resource Assistant** roles will report to the TriBorough Marketing & Commercial Manager. This is to ensure commercial contracts including stock contracts are managed in a commercially astute way and deliver value for money through a process of continuous review, market awareness, supplier dialogue and challenge, in liaison with corporate procurement teams.

Appendix 4 – Business analysis overview

1. Background

The development of the target operating model for the service follows on from, and complements, the new vision for the service. Designing a new target operating model will lead to a service re-organisation and an opportunity to deliver identified service improvements and ensure the service meets its savings target.

Business analysis undertaken through one to one interviews and staff workshops with a wide range of staff from the tri-borough service has contributed to developing the TOM. This process has provided the team with insight into the issues with the current structures and processes and has consolidated ideas on what the future state should look like.

The objectives of the business analysis were to validate previous preliminary analysis work and identify and validate all remaining activities against the resource model and to capture the current ways of working and identify issues and opportunities at service and team level to inform the design of the future target operating model.

A number of issues found through the workshops and analysis will be addressed through the new structure and processes put in place; others will be addressed with a shift in the culture of the service, embedding corporate values and behaviours. However, there will be some issues that the project won't be able to address within the timeframe.

2. Overview of staff feedback and findings

2.1 Operations staff

- Managers are not dedicating enough time to strategy and development of their sites/teams due to the high volume and complexity of tasks in running a library day to day.
- Staff timetabling and the timesheet process are time consuming and inconsistent across boroughs.
- Front line staff have varying level of skills and understanding of what is expected of them.

2.2 Volunteers

- Volunteer involvement and management across libraries is inconsistent. There isn't a single view of how volunteers are being recruited and managed and the activities they are performing. It is also evident through anecdotal data that there is a lack of skills, confidence, and guidelines to effectively recruit and manage volunteers.
- Historical issues on the use of volunteers and pockets of staff understanding the role and scope of work undertaken by volunteers. There is a need to ensure that volunteers are welcome and fully integrated in every library.

2.3 Outreach and specialist services

- The demand on the Bengali and Chinese services is changing significantly with a greater focus on outreach and learning.
- Analysis of the Home Library Services (HLS) showed the following issues:
- Inconsistent processes for monitoring and recording customer information across boroughs and departments. The Libraries Management System (LMS) is not configured for HLS processes, resulting in manual data collation. There is also a lack of mobile devices to train customers on how access the library and other council services from home, where possible.
- The services are currently not working with other council services that could potentially be serving the same customers.

2.4 Internal communications and marketing of services

- There is a breakdown of clear communication across libraries and boroughs and with corporate communication teams and recognition that library services are not well communicated to the community in a coordinated and effective way.
- The creation of a tri-borough marketing and commercial function that coordinates communications across the libraries and drives the commercial ambition of the service going forward has been suggested.

2.5 Digital and IT offer

- Frontline staff, area and site managers and duty supervisors are spending a significant amount of time providing advice and assistance to customers. A renewed focus and increasing use of self-service supported by all staff is required to deliver savings.
- Staff training and support on social media and mobile applications is an important requirement to enable the future vision of the library service and there is insufficient library resources to provide the required training within the current structure.

2.6 IT processes

- The processes and responsibilities for reporting and resolving IT enquiries and issues are not clear. The lack of clarity on the process to follow makes it time consuming for staff and highlights the lack of accountability for resolution of issues within IT. Many IT issues reported are not dealt within appropriate timescales and there is no communication of progress; this situation results in staff spending time finding workarounds.
- Staff experience issues with various processes as a result of not having an integrated tri-borough IT platform.
- There is a high volume of customer calls into Agillisys and particularly into RBKC Libraries. Many of the calls are also transferred unnecessarily to the libraries instead of being dealt with by the Customer Contact Centre (CCC).

2.7 Stock Management

• There is a lack of long term strategy for the development of content and resources for the service.

Appendix 5 – Key changes to the initial proposal following staff consultation

1. WCC sovereign service

- 1.1 It is proposed that Westminster reference library, music library and the cultural partnerships officer should report to the Head of Innovation and Development.
- 1.2 A new role of collections services officer, with 2 FTE posts, is proposed, based in Westminster reference library, where it would report to the service delivery manager for the site. This role would lead on caring for and developing the specialist collections (one arts, one business) and marketing these to agreed target groups, developing services, expanding audiences, and maximising commercial and cultural potential. This responds to feedback from staff and others concerning the specific nature of the Westminster reference collections, and is provided for by repurposing two generic roles in the service.
- 1.3 Final number of FTEs in each library have been revised following consultation with Area Managers and Site Managers. Savings for each borough remain within the initial estimate. The FTE allocations to sites are notional and can be flexed within the sovereign service to suit available funding.

2. Tri-borough shared service

- 1.1 It is proposed that the TriBorough business administration and performance roles will now report directly to the director of libraries and an extra 0.5 FTE will be added to the business administration assistant role to ensure the service is supported appropriately in line with the expected volume of work.
- 1.2 The TriBorough community engagement manager role is proposed to be merged with the volunteer relationship manager to create a new role of TriBorough community and volunteer relationship manager. This new role would oversee the delivery of community services and would develop and embed a framework to strengthen the way volunteers are recruited and managed. The Home Library Service, WCC Community Outreach and Tri-borough Health Information Officer will report directly into the Tri-borough Community and Volunteer Relationship Manager, replacing the Tri-borough Health & Wellbeing Manager.
- 1.3 Following feedback from staff, it is proposed to remove the post Tri-borough Service Development Manager (Locally Commissioned Services), from the original proposals, and to create a new role of TriBorough Archives and Local Studies Manager. The post would report to the Head of Innovation and Development, and line-manage staff in Westminster Archives, The local Studies Manager (RBKC) and The Archivist in LBHF. This would mean that the management of the Archives and Local Studies services in those boroughs would benefit from being managed by an Archivist rather than a generic Service Development Manager and ensure that expertise and knowledge is shared across all three boroughs. In order to compensate for the loss of some of the management capacity in Westminster, caused by the removal of the WCC Archives Manager post, it is proposed to create an additional 0.5 of a WCC Senior Archives & Local Studies Officer. Overall there would be a small reduction in cost in WCC against the original proposals. The WCC Reference Service Delivery Manager, Music Services Manager, and Cultural Partnerships Officer would report directly into the Head of Innovation and Development.

If you have any queries about this Report or wish to inspect any of the Background Papers please contact:

Mike Clarke, Director of Libraries and Culture, ext 2199

For completion by the Cabinet Member for Sports and Leisure

Declaration of Interest

I have <no interest to declare / to declare an interest> in respect of this report

State nature of interest if any

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(N.B: If you have an interest you should seek advice as to whether it is appropriate to make a decision in relation to this matter)

For the reasons set out above, I agree the recommendation(s) in the report entitled 'Library service future models of delivery' and reject any alternative options which are referred to but not recommended.

Signed

Cabinet Member for Sports and Leisure

Date

If you have any additional comment which you would want actioned in connection with your decision you should discuss this with the report author and then set out your comment below before the report and this pro-forma is returned to the Secretariat for processing.

Additional comment:

.....

If you do <u>not</u> wish to approve the recommendations, or wish to make an alternative decision, it is important that you consult the report author, the Head of Legal and Democratic Services, Chief Operating Officer and, if there are resources implications, the Director of Human Resources (or their representatives) so that (1) you can be made aware of any further relevant considerations that you should take into account before making the decision and (2) your reasons for the decision can be properly identified and recorded, as required by law.

Note to Cabinet Member: Your decision will now be published and copied to the Members of the relevant Policy & Scrutiny Committee. If the decision falls within the criteria for call-in, it will not be implemented until five working days have elapsed from publication to allow the Policy and Scrutiny Committee to decide whether it wishes to call the matter in.